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AUTHOR Barton, Paul E.
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ABSTRACT

A change is needed in the present arrangements for the transition of youth (ages 14 to 20) from education to work to improve their access to roles which aid in occupational maturity. There are a number of components to an improvement effort and, within the components, there are alternative approaches such as starting with a process rather than a program. A community collaborative process (community education-work councils) among the institutions and individuals that have the responsibility, resources, and influence to deal effectively with the school to work transition process should be established. There needs to be some systematic research of the council concept as a broad collaborative process at the community level and its effect on the school to work transition of youths. A project hypothesizing that collaboration among specified institutions will lead to a set of actions that will provide enlarged opportunities for the occupational maturity of youth can be designed by using the National Manpower Institute's (NMI) pilot effort to increase collaboration at the community level as an illustration. This research project will involve the testing of five subhypotheses evolving from NMI's effort that represent the expected outcomes of the collaborative process. (In addition to discussing the state of the art of community education-work councils in dealing with the youth transition from education to work, this paper also addresses briefly the use of such councils in the transition of adults from work to education.) (EM)

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COMMUNITY COUNCILS AND THE TRANSITIONS BETWEEN EDUCATION AND WORK

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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Paul E. Barton
National Manpower Institute
October 1976

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INTRODUCTION

The basic purpose of this paper is to elaborate the idea of Councils composed of business, education, labor and other key individuals and community institutions to a degree that will lay a basis for further work to test this approach to education/work transitions systematically. It is not, in itself, an attempt to develop an experimental or evaluation methodology. Instead, its purpose is to provide a resource that can be used for others to suggest and develop alternative approaches to enlarging knowledge about the effectiveness of collaborative approaches at the community level. It encompasses the youth transition from education, and, more briefly, the adult transition at various points from work to education.

The Youth and Adult sections of the paper start with a summarization of knowledge about barriers in transitions. This summary of what is known about these barriers is of a larger body of analysis by this author and his associates at the National Manpower Institute,[1/] and also extracts from Bridging the Gap, written by the College Entrance Examination Board and funded

by the National Institute of Education. While it is from such analyses of the existing transition process that the approach of Councils derives, there are alternative or complementary programmatic responses that could be drawn from the same analysis. These will be commented on. Since this paper is about the Council approach, it will move quickly to an exposition of that alternative, including the explanation of the concept and the definition of Councils or community collaborative processes.

The state of the art will be summarized, recognizing that no systematic study has been made of the usually fragmentary ventures now underway and that operational practice is under evolution at the present time in the form of a pilot effort launched by the federal government. This pilot effort will be described in some detail because it may be an opportunity for the undertaking of more long range evaluation and development efforts. A survey of existing Council efforts through site visits and systematic data collection was not provided for in the commissioning of this paper. Included in the description of this evolving effort is the operational criteria used to identify collaborative processes for inclusion in the pilot effort, although these should in no way be regarded as official in the conduct of that pilot program.*

Finally, a set of hypotheses will be presented as to the outcomes expected from Council-type collaborative processes at

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* The author does not have operational responsibility for the portion of the pilot program being carried out by the National Manpower Institute.

the community level, and the information requirements specified that would enable the testing of these hypotheses. There will be divergence of opinion about what is here specified, but, hopefully, they will provoke the kind of discussion which will further systematic analysis.

While a somewhat parallel organization is used for the adult section, there is the recognition that practice here is even further behind than what is discussed and underway on the youth side. Therefore, this section will be correspondingly shorter.

YOUTH

The period of life discussed here is roughly age 14 to 20. While all youth of this age may fall within the scope of Council activities, there is particular (although not exclusive) concern for those not effecting their transition through the four-year college route, and even more particularly those not traveling the route of professional degrees. While the young people to which this paper applies differ considerably in terms of the ease with which they move from adolescence to economic adulthood...achieve "occupational establishment" in Marcia Freedman's phrase[2/]...the institutions and inter-institutional processes with which this paper deals affect (or are involved with) all youth in this broad category.

Youth transition is addressed from the standpoint of improving access to roles which aid in occupational maturation. It is not intended as a treatment approach geared only to a subset of youth labeled "disadvantaged" or "minority." It is assumed, or here posited, that the most viable approach is to increase opportunities for occupational maturation, and that those most in need will benefit disproportionately, that treatment efforts designed solely for a deprived segment will have self-defeating features, and that political realities dictate

the organization of a larger constituency of beneficiaries in order to achieve the actions that will help those most in need.

1. The Transition to Work Problem

The observations which lead to the conclusion that some new effort is needed were such as to strongly suggest that present arrangements for the youth transition—for a large segment of youth—were not affording the opportunities that we are capable of. Such observation of the existing situation leads to a conclusion that changes were desirable. Thus, a detailing of these observations is a critical link to a conclusion that change is needed, and to a form of change embodied in Councils and collaborative processes.[3/]

While there is no complete independent analysis of youth transition experiences within the confines of this paper, the central conclusions and facts can be set forth. Then, they will be related to alternative courses of action and the choice of a process approach embodied in Councils and involving collaboration among institutions and sectors at the community level.

- There is an age gap between high school certification at 17 or 18 and hiring for regular adult jobs at age 20 or 21.

  Youth do work both during school and immediately after leaving school in what can be loosely termed "youth jobs." These jobs likely have value, but the fact that a market has developed for youth

labor excluded from regular entry level employment does not remove the fact of a delay in the transition process that is known to be avoidable by virtue of the experience of the firms that do hire them, and the cooperative education programs (among others) that provide for earlier, and gradual transition.[4/]

- The results of surveys of employer hiring practices showing an "age gap" is supported by analysis of the nature of jobs youth do hold.

The existence of a separate market for youth labor, based on age alone, shows up in the comparisons of occupations held by teenagers with those held by adults with the same educational achievement. Also, the relevance of age before 21, as compared with certification, shows up in research that finds little difference (holding age constant) in the labor market achievements of high school dropouts and high school graduates.[5/]

- These "youth jobs," during schooling, are arranged almost entirely by the youth themselves, and little advantage is taken of the opportunity for a developmental integration of education and experience.

The fact that youth want work experience while in school, but that it is almost entirely a matter they arrange through "friends and relatives" demonstrates both a desire to work on the part of the youth and that the opportunity

is there to integrate work more closely with education.

- There is very little useful occupational information available that is relevant to local job markets for use by students, counselors, teachers, and curriculum planners.

  The Occupational Outlook Handbook remains, in most settings, the primary resource and is largely limited to nationwide information. The start made on collecting "job vacancy" statistics has been abandoned. There is seldom a complete inventory of local training facilities and opportunities available. Youth have limited information about occupations, though some research shows that those who know more fare better. There is inadequate research on the role better information would play in the transition from school to work. The new computerized job information and counseling systems are handicapped by a lack of available good information.[6/]

- While there is growing acceptance of the value of experience opportunities related to classroom education, there are relatively few of them.

  While some fine models exist around the country the planned interchange of experience and education is neither large nor rapidly growing at the level of secondary education. Cooperative

Education programs are still small in number and federally financed work experience programs are largely for income maintenance with the jobs primarily within the school system itself. School, employer and union participation is lacking in expanding experience opportunities. Some form of local public service or "Community Internships" will be required in most communities to supplement opportunities in the private sector.[7]

- Placement services to in-school and graduating students, with follow-up to see how things worked out, is practically non-existent.

The services of the Public Employment Service to in-school and graduating youth has been on the decline since 1964. (Only one percent of the "Class of 1972" were found by the Office of Education's survey to have gotten their jobs through the Employment Service.) Schools do little placement, although there are several working school models. The stimulus intended to placement under the Higher Education Amendments of 1972 never really took place. There are exceptions, particularly in good vocational education schools where counselors and individual teachers work to find jobs for graduates.[8]

- Counseling services, particularly for those who do not end up going to college, are in short supply, and the professionals engaged in providing such services are frequently not well informed about the work world.

  There is an inadequacy in the numbers of counselors, in the certification arrangements which screen out non-teachers, in the nature of counselor preparation, in the non-counseling uses to which existing counselors are put, and in the harnessing of resources at large in the community. There are, again, numerous models for doing it better, and a consciousness on the part of the American Personnel and Guidance Association in getting things on a better track, through seeking a broader counseling base in federal legislation.9/

- Laws relating to youth employment are overlapping, and not well understood by youth, parents, school officials, and employers, creating a barrier to work experience programs and youth employment.

  There are both state and federal "child labor" laws that affect youth under 19. Field work has established that there is considerable confusion among employers about what these laws permit and prohibit, and that the possibilities of an employer making a mistake in hiring has resulted in excluding youth because of disadvantages that might result under Workmen's Compensation and other laws.10/

- There are a variety of regulations and practices that inhibit the broadening of education beyond the classroom.

  These range from the way "school attendance" is reported for financial aid to the schools which might not include a day in the "experience" phase of education, inflexibilities in class scheduling that inhibit a variety of possible work experience linkages to regular employing institutions, and "work permit" arrangements usually administered by the schools.[11/]

- While there are important exceptions, the question of how much actual job skill training should be conducted in the public classroom has been decided on pedagogical grounds, or historical precedent, rather than a careful relating of public efforts to employer hiring and training practices, and to private schools that provide skill training.

  Employer hiring and training practices vary from community to community and industry too, and also change over time. Yet decisions made about public school skill training tend to remain in effect for very long periods of time, and not be geared to actual employer behavior. Little effort is made to integrate private school training and public classroom training in ways that would minimize the need for public classroom training through cooperative arrangements.

These are some of the major disjunctures in the movement of youth into economic adulthood. In some cases, direct evidence is cited, such as employer hiring practices toward persons under 21 and the "youth job" labor market that exists below that age. In other instances, the absence of linking mechanisms, such as any placement assistance to graduating high school students, is cited with the implicit assumption that the transition would be smoother, and the youth-job match a better one, if such mechanisms were present.

2. Alternatives to Approaching the Problem

The elements of a successful transition are many, and the locus of responsibility varied. There are questions about which particular problem area accounts for the largest share of present difficulties, and there are different approaches to any one of them. To further confuse the development of policy, different youth experience these barriers differentially, and single approaches are likely selective as to the youth who are affected.

There are a number of components to an improvement effort that might be looked upon as experimental models, and within the components, there are alternative approaches which would warrant comparison. In these terms of substantive actions, there are a number of current efforts that are promising and need close attention, such as:

- Experience Based Career Education which is being extended by NIE and OE, and other education/experience programs;

- New statewide computer and occupational information systems being piloted by the Department of Labor;

- Experimental school placement services being evaluated in...for one example...Pennsylvania in three sites;

- Several instances of community resource inventories to be used in occupational counseling; and

- Curriculum reforms instituted under Career Education.

In addition to recommending broad collaborative processes through Councils, there are a number of programmatic approaches which need trial such as:

- Community employment counseling services which draw on all resources available in the community;

- Model employment placement services, on a pooled basis with a consortium of high schools, through the public employment service, jointly between the schools and the employment service, and through volunteer service organizations;

- Community internship opportunities to enlarge experience opportunities for students beyond what is available in the regular job market;

- Model delivery systems for all work experience programs within a community to overcome inefficiencies and duplication;

- Demonstrations of employer cooperation through federal employers located in a community;

- Experimentation to see how experience/education combinations may affect employer attitudes toward hiring youth;

- An education program to provide accurate information about child labor laws;

- Demonstration TV to provide information about occupations and access to them;
- A local occupational inventory of jobs, service, and training opportunities;
- Publication of a guide for local communities showing them innovative models now in existence to integrate education and work; and
- A comparison of job performance of 18 year olds and adults to see how accurate employer stereotypes are.

While such substantive actions are ultimately involved, an alternative is to start with a process rather than a program. There would be established in a community a collaborative process among the institutions and individuals that have a portion of the control over, or involvement in, the transition from school to work. Out of that collaboration would come an assessment of the needs, and a substantive agenda for meeting them which could well be drawn from the possibilities just described. The term Councils has been used for such a process, and Community Education-Work Councils by the National Manpower Institute.

This approach was arrived at based upon the analysis of the problem which discloses how separate the major institutions are, one from the other, and how hard it would be to succeed on any programmatic front with any single institution acting alone.

This view is based on the observation that much of the transition process is outside the reach of the schools; that

employers have conceptions of persons under 21 not necessarily changed by curriculum modifications at age ..' that the integration of experience opportunities with education will require joint action and planning on the part of schools and employers; that a great deal of the resources available in the community for advising young people on how to get from where they are to the careers they want lie with the already employed—and retired—citizenry; that parents may well reassume some of the duties they abdicated if they are involved enough to have access to the information they would need to do so; that there is a voluntary sector* that wants to be involved in youth access to useful roles; and that unions have both an interest in improving the prospects for youth and a stake in how this is done, especially when it involves expanding experience opportunities at earlier ages.

Beyond these observations, there is the fact that government has resources that can be tapped, and responsibilities in this area to be carried out—the public Employment Service and the Prime Sponsors under the Comprehensive Employment and Training Act, for example—but it cannot be successful acting alone; that the assembly of up-to-date information about training and job opportunities means that the cooperation of training and employing institutions has to be achieved and that it would be desirable to take maximum advantage of such

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* The relatively new National Collaboration for Youth, a Collection of the older organizations such as YMCA and YWCA, the Boys Clubs, the Boy Scouts, and others, is an indication of such interest.

existing initiatives, for example, as the National Alliance of Businessmen, the Human Resources Development Institute, the Council for Economic Education, and the Chamber of Commerce new pilot efforts in leading employer involvement with Career Education.

The alternative of Councils and a collaborative process derives from these linkages which would be necessary to beneficially affect youth's negotiation of the transition process. It was set forth by its advocates as a matter worth trying on a pilot basis, so that judgments could be made about any broader applicability.

Having distinguished among basic alternatives of program and process, it is now necessary to be more definitive about the terms which are being used.

3. The Council Approach: Concept and Definition

The words "Council" and "collaborative process" have been used interchangeably. A Council, or Community Education-Work Council, is no more than one particular name for a collaborative process, so it is the latter words which become important, and that is what will be defined.

A process of collaboration means the participation of the representatives of the important institutions and sectors of the community that have the responsibility, resources, and influence to deal with the whole of the transition to regular

adult employment. It means an attempt to accomplish jointly what could not be achieved singly, and a whole that is larger than the sum of its parts.

A "collaborative process," as used here, is identified by:

being an organized activity with an agreed-upon policy for its conduct.

the participation of representatives of education, business, labor, parents, the voluntary and service organization sector, the public, students...or at least a sufficient number of the above to provide the expectation of significant achievement.

an involvement in the improvement of the transition arrangements rather than the rest of the group being "advisory" to any one of the represented institutions or sectors.

the development of, or working on the development of, an agenda of substantive actions, a prioritizing of the items on the agenda, and planning toward actually carrying out the agenda.

While these representatives and individuals will be "working together jointly," and thus collaborating, the manner of doing so will include both cooperation and conflict. Each, out of the particular self interest in the quality of the youth transition and a concept of the broader community interest with which they will identify, will have a motivation to cooperate. But each, out of differences in self interest and concept of the broader community interest will also be in conflict from time to time with one or more of the other parties. Therefore, there must be strong commitment to the processes of cooperation on the part of principal constituencies or agreements will collapse when sensitive issues arise.

Some examples of motiviation for cooperation would be the employers' stake in the quality with which the labor supply is shaped, equal access to entry workers, and the attitudes youth develop about work and the economic system. Schools want their graduates to be successful in the employment world and need employer help in arranging for experience opportunity during education, and increased community support; unions will want the improved information about growth in occupations. Parents would want the information with which to be of greater help in assisting their children with career choices; they too often feel useless and helpless at the time of critical career decisions. As the education-work initiative unfolds, there will be generally a greater awareness of the responsibility each sector of the community has for the transition process, and this will tend to make these sectors want to be favorably judged as to whether they are meeting those responsibilities.

Some examples of sources of conflict might stem from more pressure from employers and/or employees for job specific training than the schools think desirable to give in the classroom, employer perceived lack of appreciation on the part of the schools that they cannot provide job and paid experience opportunities beyond what their sales volumes and production requirements will allow, and concerns of unions that greater competition to adult job holders may result from more intense efforts to smooth the youth transition to work.

There are, of course, forces at work which retard the collaboration here described. This is obviously the case since the slippages in the transition process have been heavily attributed to the tendencies of the various parties that are in a position to influence it to go their separate ways. The situation moves toward collaboration when one or more of these parties perceives enlarged possibilities arising from it, and exercise the leadership necessary to bring it about.

The motivations for cooperation seem likely to be strong enough to accommodate a degree of conflict, and under such circumstances conflict can be a positive force in balancing the interests in the various sectors. It is, of course easily recognized that what is described is a form of democratic pluralism...which always has the potential for wise and unwise decisions.

The concept of a collaborative process is derived from the analysis of how youth now fare in the transition from school to work, the role key institutions now play in this, and the critical relationships which exist and do not exist among them. An understanding of the derivation of the conclusion that a process approach should be tried on a pilot basis is necessary for formulating more systematic investigation and evaluation of results. It will likely occur to any reader that one or another aspect of this process approach has been under theoretical development in the social sciences.

That there is very much social science research and theory which treats of aspects of what is here described is inevitably the case when such a large and significant sector of society's functioning is under examination. The theory of adolescent development and growth is involved. The large body of study now embraced by the term organization and development is involved. The body of community development and community organization theory and practice is relevant. Political science...as much (even more) than any other discipline is involved (David Truman's, The Governmental Process, as one excellent example). There are behaviors involved which are the province of Sociology, Social Psychology, and Psychology. Economics would consider itself to be a vehicle for analysis of these problems. The History of the matter is not to be ignored. The placing of this in a theoretical framework which is drawn from the current stage of development of the social sciences would require the kind of integration across inter-disciplinary lines which is seldom...if ever...achieved.

4. State of the Art: Past and Current Developments

a. General State of Collaborative Arrangements

There has been no survey research approach to the frequency and degree of collaborative processes in community education-work initiatives, and such would be a massive undertaking. While operational work by the National Manpower Institute in community initiatives will permit a compilation

of a considerable body of information, all the information is not in, nor processed, and is not available in synthesized form. It would, in any event, not be based on statistical samples, nor would it likely be the total universe of such efforts.

While no systematic survey has been made, we do know there are a fair number of examples of a collaborative process that approaches the definition here given although most all would have a considerable way to go in implementing a broad range of joint ventures that would close all the gaps identified in this paper in the section on the transition to work problem.

There is much a greater number of communities that have launched a particular project or program through joint effort where the foundation has been laid for a more ambitious undertaking.[12/] There are a very large number of activities that have memberships similar of somewhat similar to what is specified in this paper that do not fit the definition of collaboration used here. They are the many "advisory councils" at the local level to the various parts of the education system. In their advisory capacity to the schools, they may perform very well or very poorly in terms of their intended purpose. In either case, they do not constitute a "collaborative process" by virtue of the fact that they are created by the schools with individuals selected by the schools, for purposes of giving advice on the conduct of school affairs. They

may be very useful to the schools, and a necessary part of decision making, particularly in the advice they can give to vocational education as to the skills industry needs, the proper content of courses, and the performance levels desired. The presentation here of the possibility of collaborative ventures playing a role in the whole of the transition to work is not connected with any judgment as to the effectiveness or ineffectiveness of advisory councils; they can very well serve their intended purpose and at the same time leave unattended some critical portions of the transition process.

Having made a distinction between a collaborative process, here called a Community Education-Work Council, and an advisory council, it is apparent that any distinction is in what whey actually do rather than in what they are called; what started with the intention of joint intiative could end up in a passive role, and vice versa. The possibility could not be ruled out that there are advisory councils functioning very much like Community Education-Work Councils.

A number of recent initiatives and perspectives are changing the current state of affairs with regard to local collaboration. This includes the effects of the implementation of NIE's Experience Based Career Education Models, Kenneth Hoyt's increasing insistence that collaboration is vital to the success of Career Education, the increasing activity of national organizations such as the American Association

of Community and Junior Colleges, the Human Resources Development Institute, the National Alliance of Bu[illegible]ssmen, the Chamber of Commerce, the Department of Labor in its new occupational information programs, three federal Cabinet agencies acting in concert (HEW, Labor and Commerce), and the National Manpower Institute. In short, the state of the art is in a state of development.

For thinking about systematic research and evaluation attempts, it will be useful to inject an ongoing project that could be a basis for more scientific additions or follow-ons.

b. The NMI/Federal Government Pilot Effort

So far the discussion has been of local collaboration as a response to a set of findings about the youth transition, but in general rather than in terms of current developments. An effort, just starting, will be described to aid in considering research and evaluation activities.

The Departments of Labor, Health, Education and Welfare, and Commerce are launching a pilot effort to increase collaboration at the community level, in the form of a Community Work-Education Consortium. It has the following elements:

a. A cooperative arrangement among the three Cabinet departments,

b. A Work-Education Consortium of 15 communities and the involvement of about 15 other communities with collaborative efforts,

c. The use of private intermediary (the National Manpower Institute) in establishing the Work-Education Consortium,

d. The cooperation with a variety of national organizations to identify the other communities,

e. The provision of technical assistance and information about similar efforts across the nation, and consulting services to the participating communities, and

f. A community desk arrangement managed by the Steering Group to carry out a "special relationship" with the participating communities.

The coming together of the three Cabinet agencies to pursue a single objective is the starting point of the pilot effort. The broadening of that collaboration to include national organizations* provides a proper foundation in Washington from which to erect collaborative arrangements at the community level.

Faced at the outset was the question of how local collaboration could be encouraged from a national level, particularly when it originated with the federal government. Would it be a contradiction for a federal presence in a local community to urge local, and heavily private, initiative? The answer was that it would not be a contradiction if the federal role was limited to encouragement, if it were clearly not a federally funded "program" that would make communities think it was just another avenue for obtaining federal financial support, and if non-federal, and non-government instrumentalities were

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* A few examples would be the American Personnel and Guidance Association, the American Association of Junior and Community Colleges, the National Alliance of Businessmen, the Human Resources Development Institute

involved in direct relationships with the communities, and with counterpart organizations within the communities.

It has been decided that one prong would be the organization of a network of 15 community collaborative efforts (called a Work-Education Consortium) with the assistance of a Washington-based nonprofit organization, the National Manpower Institute.* The other would be the selection of an additional 15 communities through the national organizations previously referred to.

The communities included in the network will have to demonstrate the potential for collaboration. There will be given special consideration to communities where efforts are already underway and there is potential for broadening it in terms of the nature and level of the participation, and extending the substantive work undertaken in the "gap" areas of the transition from school to work. There is a desire to recognize and work with the particular forms that have evolved in particular communities and to contribute to their evolution into fuller blown initiatives and models.

The greater development of a collaborative process, and expansion of the substantive agenda, is expected to occur from:

- the consulting assistance provided by the National Manpower Institute and the Federal

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* Willard Wirtz and the National Manpower Institute published The Boundless Resource: A Prospectus for an Education-Work Policy. That book develops the recommendation for pilot Community Education-Work Councils in the first four chapters.

Steering Group, on both the collaborative process and substantive matters,

- the assurance of adequate secretariat services to a local Council, to get the work done, providing very limited financial or other assistance where that is necessary in light of a particular local situation,

- the "special relationship" which will be developed between the three participating Cabinet agencies and the 15 communities, which may further the integration of ongoing federally funded efforts with the work of a Community Council.

- the interchange of information and ideas which results from a network arrangement, such interchange to be facilitated by the National Manpower Institute.

c. Operational Criteria for Identifying Council Approaches for the Pilot Effort

In the first part of this paper, there was provided a definition of a "collaborative process" as used here, and applying generally to the concept of Community Education-Work Councils. In connection with this first pilot project, there will be a screening and selection procedure to identify the communities which will be recommended to the Steering Group for selection. In all cases, the communities must show the existence of some collaborative process. Once that is established, the criteria used for recommending inclusion will, for the most part, relate to the need to achieve diversity, so as to observe the possibilities in different settings, and for having the most to exchange among the communities. The first step will be to identify from 35 to 40 communities from which

the selection of the final 15 will be made, using the following guides:

A. A variety in the sources of leadership in the achievement of a collaborative process.

The possibilities include some segment of the educational community, the employing community, organized labor, local government, parents, the voluntary sector, students, and just concerned citizens. Within such groups, there are varying possibilities. In education, for example, there is school management, the teachers, the counselors, and career education initiatives. In the employing community, there are ad hoc groups of employers, the Chamber of Commerce, and the National Alliance of Businessmen.

B. A variety in the stages of development of the collaborative process.

The interest would be to have communities ranging from a collaborative process just started and stimulated by The Boundless Resource or the creation of the Work-Education Consortium, to a situation where a Council-type operation has been underway for several years. Some efforts will consist of a set of representatives of particular institutions. Others will have a broad individual membership, with dues, annual meetings, election of officers, etc.

C. Differences in the substantive agenda resulting from the collaborative process.

While there will be no attempt to prescribe the substantive approaches that must be undertaken by the Councils, the review of the transition process by NMI and others would suggest that substantive actions would be likely in the following areas:

- integration of experience with education,
- counseling assistance drawing broadly on community resources,
- placement assistance and follow-up,
- information for career choice,
- systematic exposure of counselors and teachers to the nature of work,
- generally, reduction of barriers that may exist to transition to work—for example, faculty information about the restrictiveness of child labor laws,
- attitude formation of students to work, and industry to students and high school graduates,
- understanding of the workworld and how the local economy operates.

It is unlikely that any existing collaborative process is operating in all of these areas. A variety of agendas will facilitate the interchange of information that will, hopefully, broaden all of them, and also provide the expertise within the Consortium on all substantive areas of the transition to work.

D. Variations in size and location.

While there will be no attempt to secure statistical representation of all communities in picking the 15, it will be desirable to have a variety in terms of size and geographical location. Also, something less than the entire city or metropolitan area could be included.

After initial identification of the 35 to 40 communities based on the considerations above, a considerable amount of on-site interviewing and observation by the National Manpower Institute will take place. The criteria for selection of the 15 will include:

- the strength of commitment from employers, labor, the education system and other community segments,
- the possibilities of the effort succeeding in what it is attempting to do,
- the actions that would be taken to improve the collaborative process if the community were selected.

The description so far is of the Work-Education Consortium to be facilitated by the National Manpower Institute. As stated earlier, another small group of communities will be selected by the Steering Group of the three Cabinet agencies working with national organizations, and without an intermediary or a network arrangement. In addition, the National Manpower Institute will provide an Information Exchange Program

which extends beyond the formally participating communities, but includes them. This will have the result of providing some stimulus on a much broader front, and also be a vehicle to report developments within the communities formally participating.

It is entirely possible that other initiatives will be taken by the Steering Group that relate to, or impact on, the pilot communities that cannot be foreseen at the present time, since the three Departments are operating within a broad mandate from the President to bring the worlds of education and work closer together.

5. Hypotheses and Information Required to Test Hypotheses.

While the just described NMI/federal pilot effort is helpful to give some content to what would otherwise be a very general discussion, the scope of this paper is the Council concept, here meaning a broad process of collaboration at the community level. Many such collaborative ventures will exist independently of this particular private effort, and additional ones could be formulated within a research design. The hypotheses as to changes effected should apply broadly, although it is again helpful to relate them to a specific undertaking. What follows, therefore, is somewhat specific with regard to the approach being tried on a pilot basis, but

with an eye toward the larger array of efforts that meet the definitions used in this paper.*

The pilot effort is not a controlled experiment, and it's use here for illustration and focus should not suggest that scientifically precise data of the kind described will come out of the pilot effort itself.

The central hypothesis is that the achievement of collaboration among the specified institutions will lead to the taking of a set of actions that will provide enlarged opportunities for youth to mature sooner and more surely in terms of integration into adult work pursuits. The sub-hypotheses may best be related to the stages or levels of the development of the collaborative process and how each evolves from the prior stage. The author's view of the current pilot project will be the basis for relating the information needs to the testing of each hypothesis.

1. <u>The formation of a Steering Group which consists of representatives of three Departments should lead to a plan, and the execution of it, that is the result of collaboration among them.</u>

The isolation of the three key Cabinet agencies from each other in efforts related to, or impinging on, the transition to work is as great as at any other level of government. The process by which the community effort will be carried out

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* As far as they might relate to outcomes of the described pilot effort, it should be said that they are the author's, and are not an official description of the National Manpower Institute. The author does not have operational responsibility for the pilot program.

at the federal level shows promise of more extensive integration among the agency which has education, the agency which has youth manpower programs and a labor clientele, and the agency whose clientele is the business community.

Information Needed:

- Does the collaboration continue past the "kick-off" stage of the project?
- Does it tend to draw in participants at the political executive level, or does the agency representation drop down and down the hierarchy as often happens in interagency arrangements?
- Do the Departments reach agreement among their own agencies, or does it become a collection of program managers from within the three Departments? And if so, does that represent a drawback or an advantage?
- Does it tend toward a traditional approach of attempting to define and install "programs" or does it carry through the objective of stimulation and encouragement of local initiative?

2. The use of a private intermediary should facilitate the encouragement of local initiative in creating collaborative processes.*

The necessary formality of a relationship between the federal government and local institutions and agencies, the intended combined private and public character of the process to take shape in the locality, the need to have a single point of community contact when three federal agencies are involved, the objective of reshaping the use of existing public and private resources at the local level rather than any more than "petty cash" expenditures from the federal Treasury all

* A private intermediary is used in the described pilot effort. Obviously, many collaborative efforts spring from the communities themselves.

suggest the benefits of a privately based organization to do the developmental work within the communities, and follow through with them once the Consortium is in existence.

Information Needed:

- Does the private intermediary achieve the appropriate balance between representing and fulfilling community needs and serving the interest of the federal government to whom it is under contract?
- Does it succeed in establishing a relationship with a large enough number of communities to enable the creation of a 15 community Consortium?
- Does its relationship to the Consortium seem to contribute to the improvement of the collaborative process over what existed in those communities before it was formed?
- What more do we know about the use of such private organizations in furthering the objectives of the Steering Group when the project is finished?

3. The joining together of 15 communities in a Consortium should increase the degree of collaboration within the communities, and the range and quality of substantive efforts growing out of it.

There is, of course, the choice of working with each community separately. The route chosen here offers the possibility that by an interchange of information and experience among them more will happen than if they developed alone. Beyond the learning opportunity each may have is the possibility of some competition for being viewed as among the best.

Information Needed:

- Does an interchange of information really take place?
- Do communities care much about what others are doing, or do they tend to maintain an isolation?

- Are they overly influenced by a majority opinion among other communities about what is appropriate and what is not?
- Or does it work the other way...a desire to achieve a uniqueness in approach that distinguishes one community from all the rest?

4. Participation of the communities in the Work-Education Consortium should increase the degree of collaboration among sectors of the community that can make important contributions to assisting youth make a transition to work and shed light on what ingredients in the total effort have that result, so as to facilitate spread to other communities.*

The intermediate objective is the further development of a collaborative process among the key institutions and sectors. The federal interest and special relationship with these communities, the making available the services of the National Manpower Institute, the provision of consultants, and the formation of a network among the communities are all for the purpose of increasing the depth and scope of collaboration.

Information Needed:

- Does the depth and scope of collaboration in the participating communities actually increase?
- Does collaboration proceed to some point where the tough (and more decisive) issues are joined and then stall?
- Does collaboration result in relevant changes in the internal operation of the separate institutions that are favorable to the transition process?
- Does the wider involvement attract the attention of the community political process?

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* If, in fact, the final conclusion is that this would be desirable.

5. The process of collaboration should lead to the creation of an agenda for substantive actions (in such areas as indicated on page 27), the establishment of priorities among them, and the implementation of the agenda.

Once a collaborative process is underway, the question will become whether it results in anything besides talk and the exchange of information. In each community in the Consortium, a plan will be developed for moving education-work cooperative initiatives forward. That, of course, is no guarantee that the plan will be carried out, or that it will be carried out effectively. Such plans do, however, establish a local basis for assessing the quality of further activities.

Information Needed:

- Do the substantive actions address a broad range of transition matters, or tend toward a single "project"?
- Does collaboration follow through into joint implementation, or do the actions taken end up being those of individual institutions?
- Are existing community resources utilized more than they were before?
- Have opportunities actually broadened in terms of
  - placement assistance
  - counseling for career and career preparation choices
  - experience opportunities integrated with classroon education
  - private employment
  - community service
  - occupational information
  - education on other timetables than the present straight through expectations
  - changes in employer attitudes toward hiring youth under age 21

  - those additional (or other) goals the community may set

- Has the quality of the opportunities in those areas benefited by the collaborative process by which they were created, as compared to other efforts that spring from single institutions?

The development of a comprehensive research design would not stop with the matter of whether or not the specified opportunities were created. The central hypothesis referred to "enlarged opportunities for youth to mature sooner and more surely in terms of integration into adult work pursuits." Whether the specified opportunities lead to such integration is a matter not to be taken for granted in a research study, although the length of time which would be involved to test whether these opportunities lead there would likely be in the range of four to six years...and perhaps longer.

ADULTS

The concept of a collaborative process is applicable to creating opportunities for adults to move more easily from work to education. The largest difference is that there is a societal expectation that youth will go to work. There is much less so that adults will go to school. But the same institutions are involved, if for different reasons, and the same possibilities for collaboration among the key private and public institutions.

There is enough similarity in the process of collaboration that was described in the youth paper to make it redundant to repeat it in connection with adult transitions. It is chiefly the nature of adult problems and potential opportunities, and the character of the agenda that might come out of the collaborative process, that is different. Therefore, the discussion which follows will be about the nature of adult transitions, and the hypotheses as to the outcomes of such a collaborative process. At the present time, there is no pilot effort with adults comparable to the one now commencing under aegis of the three federal Cabinet agencies.

1. The Transition to Education Problem

Entry into adult life means, for most people, the end of education, often with only the limited training by employers

on the job. Yet, workers have needs thrust on them by constant changes in the economic machinery that require that they adapt or become dropouts from industrial society. Workers become dislocated from their jobs due to technological change, national economic policies, changes in consumer buying habits, geographical relocation of industry, adverse international competition, and just plain mismanagement of their firms. A shift in jobs or occupations often requires formal education and training.

Bevond outright dislocation, the opportunities for moving up the skill ladder during the career years frequently depend on education or training (and the certification which results); if not available, it means the worker is stuck on one of the lower rungs. Non-realization of career goals may result simply from having made the wrong choice when younger ...in a system that doesn't give many second chances for substantial redirection of careers through education and training opportunities.

Often, the adult worker did not, could not, take advantage of the 12 years of free education available to all...if it is taken at one sitting and before the age of 20 or 21. Fifty-one million adult Americans have less that 12 years education. Proportionately, more adult blacks and other minorities are in this situation. The increasing opportunity for two years of education beyond high school at a modest tuition in a community institution is a comparatively recent development,

one which was not available when the great majority of today's adults were leaving high school and still without family responsibilities. The lack of concentration on adult needs affects particularly the chances of women...who may be entering the labor market after meeting the responsibilities of motherhood, or who already may be in a "reserved for women only position"...to take advantage of whatever reduction of sex role stereotyping may be occurring.

While there are developments in some places, and on particular fronts, that can be built upon, existing circumstances are reinforced by institutional and governmental practices, inadequate information networks and low expectations.

- Adult education offerings through the public school system are limited by state and federal funding levels, the range of curriculum choices, and the assumption that...for adults...education is something to be offered only on a part-time basis.
- Employers want to hire people already trained, and they will limit investments in human capital, fearing that other employers will pirate away employees whose training they did not have to pay for.
- Unemployment insurance provides cash assistance when people are unemployed, but under circumstances

that greatly restrict using the available time for education and training.

- There are only a few models of brokering services to match adults' desires for education or training with existing opportunities. While these models point the direction, such services are largely unavailable.
- The training opportunities which do exist often do not match standard work schedules, and employers have been slow to adopt "flexitime" arrangements.
- Employers and unions have, in some instances, negotiated tuition refund and education sabbatical plans, but where they exist they are often taken advantage of by only a small percentage of workers.
- Training and education available under such public programs as the Comprehensive Employment and Training Act and the Social Services program of the Public Assistance Act are often shaped without the participation of representatives of postsecondary education.
- Postsecondary education institutions do not generally have the close relationships with employers and unions that would help workers

take advantage of opportunities under bilateral or unilateral education programs, nor do the relationships produce added financial resources to expand offerings by those institutions to adults.

- Educational certification opportunities are frequently blocked by a lack of integration with formal education institutions, so that academic credit is often not available for comparable work.

- While work is underway in the CAEL Consortium on translating work experience into academic credit, it is not yet common practice, and will require close linkages between postsecondary institutions and industry, in order to facilitate movement from work to education.

- Communications between community postsecondary educational institutions and employers/unions are underdeveloped—so as to take less than full advantage of matching skill/credential requirements with the content of course offerings.

This is the situation with regard to adults that would warrant collaboration among the several institutions and sectors.

2. Possible Agenda for a Collaborative Process

What a Community Council will want to do and what priorities it establishes is, of course, up to the participants, after acquainting itself with the kinds of concerns expressed above and taking stock of the particular conditions in the community. We can speculate as to what kinds of undertakings might result...a series of possible activities which could constitute the agenda.

- An inventorying and recordkeeping system of all education/training opportunities and relevant facts about them.
- An inventorying of current industry practices with respect to availability of tuition refund, paid educational leave and flexitime arrangements.
- A cooperative venture with employers and unions to increase awareness of opportunities among employed workers.
- Achieving an understanding of what kinds of opportunities employed workers want, and communicating that to local education/training institutions.
- Operating a cooperative counseling and training/education brokerage service for the adults of the community.

- Arranging with the unemployment insurance office for informing claimants as to community opportunities for education and training.*
- Creating cooperative attempts to improve job quality and productivity.
- Reviewing the effectiveness of such local operations as the public employment service and vocational rehabilitation in meeting the needs of adult workers.
- Creating greater awareness of sex role stereotyping in hiring, promotion and access to training/education opportunities.
- Preparing proposals for pilot programs (to be carried out with state, federal and foundation assistance) to provide the remaining entitlement for those adults who have not yet received 12 years of free public education.
- Establishing linkages to the CAEL Consortium to convert experience into educational credit.

3. Hypotheses

The outcomes are likely to vary considerably among a set of communities undertaking such collaborative efforts, because

* Particularly where arrangements could be made at the state and possibly federal level to cooperate and help finance such pilot efforts.

of what might be quite different priorities on where to start. However, for a set of communities taken as a whole, the hypothesized outcomes are as follows:

- More effective use of the public and private financial resources available to adults for further education and training.
- Improvement of information provided to adults about education and training opportunities.
- Removal of some of the administrative and organizational obstacles (in education and work institutions) which act to limit the fullest and most effective use of these financial and human resources by adults.
- Improvement in the communication processes between education institutions, work institutions, workers and other adults essential for developing education programs and curricula responsive to the needs of adults.
- Increased access of educational institutions to public and, particularly, private education/ training resources.
- Improvement of community resources as instruments in the development of policies, plans and programs

which affect the availability of and relevance of education and training opportunities for adults.

x x x

It has not been the purpose of this paper to develop a research design, or a specific evaluation approach, with regard to local collaborative processes for dealing with education and work transitions. Rather, it has been to attempt to lay the groundwork for that kind of effort, and provide a starting place for further discussion and development among social scientists and evaluators.

FOOTNOTES

1/ See The Boundless Resource, by Willard Wirtz and the National Manpower Institute, 1975; A Critical Look at Work Measurements, by Willard Wirtz and Harold Goldstein, 1975; "Youth Unemployment and Career Entry," by Paul E. Barton in Labor Market Information for Youths, 1975; "Human Resources, The Changing Labor Market and Undergraduate Education for Youths," by Paul E. Barton, in Liberal Education, May 1975; "Youth Transition to Work," by Paul E. Barton, in From School to Work, 1976; and "Learning Through Work and Education," by Paul E. Barton, in Experiential Learning, 1976.

2/ See The Process of Work Establishment, by Marcia Freedman, 1969.

3/ A more comprehensive treatment of Councils is contained in The Boundless Resource, by Willard Wirtz and the National Manpower Institute, 1975. There are a number of other comprehensive documents that both influence this one and provide dimensions not fully covered there. Most particularly, Coleman, et al. Youth: Transition to Adulthood, 1973; Bridging the Gap, The College Entrance Examination Board, 1975; Seymour Wolfbein, editor, Labor Market Information for Youths, 1975; the several volumes by Jerald Bachman, et al., Youth in Transition, continuing; interpretative pieces by Herbert Parnes of the longitudinal study he directs; Fredrich Harbison, editor, The Transition from School to Work, 1965; Marcia Freedman, The Process of Work Establishment, 1969; a volume of papers (in press) on the youth transition commissioned by the National Commission for Manpower Policy; the recent articles and speeches by Kenneth Hoyt and Sidney Marland; the report od the National Panel on High Schools and Adolescent Education chaired by John Henry Martin, 1974; and Fred and Grace Hechinger's Growing Up in America, 1975 (for a broad historical perspective); Ruth Weinstock, The Greening of the High School, 1973.

4/ See particularly the studies of Freedman, Diamond and Sedrosian, Gavett (Bureau of Labor Statistics), and the National Manpower Institute.

5/ See particularly the work of Folk, Kalachek, Barton, Freedman, and Bachman using the longitudinal data of the University of Michigan survey and Project Talent.

6/ See Wirtz and Goldstein, A Critical Look at the Measuring of Work; Stern for a recent review of computerized job placement systems; Flanders for a review of what is now available from Washington, and Lois-Ellin Data as to the state of knowledge in the area of evaluating the efficacy of occupational information.

7/ There is little here in the way of comprehensive surveys. There is a paper by Gallagher in press with the National Commission for Manpower Policy. There are several evaluations of effects of the government work experience programs by Stromsdorfer and the Systems Development Corporation, a proposal for "Educational Work Experience" by Silberman, who has done a study on "Job Satisfaction of Work Education Students." The possibilities for community service and "action learning" are explored by Havighurst, Graham, and Eberly.

8/ There has been very little attention to placement services to students in the research literature, except for the many surveys of how people find their jobs (such as the longitudinal study cited in the text), in which teenage youth always show up as not getting them through the school or public employment service in any significant proportions. Early surveys (1963) show that many more college students get their jobs with school help than high school graduates.

9/ The most comprehensive recent survey of counseling is by Ginzberg.

10/ See the six-city study of the impact of child labor laws conducted by the National Manpower Institute for the National Committee on the Employment of Youth.

11/ This is not a matter on which there has been any careful attention, except as such obstacles have been encountered and overcome in specific work experience projects.

12/ For a fairly recent summary of such efofrts see Gallagher's paper commissioned by the National Commission for Manpower Policy.